

SECONDARY EDUCATION MODERNIZATION AND TEACHER TRAINING PROGRAM

(UR-0132)

EXECUTIVE SUMMARY

Borrower:	Government of Uruguay	
Executing agency:	National Public Education Administration (ANEP) ¹	
Amount and source:	IDB: (OC)	US\$ 75 million
	Local:	US\$ 32 million
	Total:	US\$ 107 million
Financial terms and conditions:	Amortization period:	25 years
	Grace period:	5 years
	Disbursement period:	5 years
	Interest rate:	variable
	Inspection and supervision:	1%
	Credit fee:	0.75%
Objectives:	Currency:	U.S. dollars drawn from the Single Currency Facility
	<p>The program has two major objectives: (i) to attain universal coverage in the first cycle of secondary education,² known as the basic cycle (CB), thereby completing the nine years of compulsory schooling; and (ii) to revamp the second cycle of secondary education (SCEM), by laying the foundations for institutional and curricular reform aimed at providing an education that is more relevant to the needs of young people, the requirements of citizenship, and the world of work in the twenty-first century.</p> <p>The program will also include separate components aimed at achieving two cross-cutting objectives: strengthening and integrating</p>	

¹ In Uruguay, public education at the kindergarten, primary school and secondary school levels is administered by the ANEP, an independent State body, and not by the Ministry of Education.

² In Uruguay secondary education consists of six grades divided into two cycles of three years each: the first of these is known as the basic cycle (CB) and forms part of compulsory basic schooling; the second or upper cycle, which is not compulsory, consists of several branches or baccalaureate options seen as preparatory to university entrance.

the teacher training system, and making education system management more efficient.

Description:

The program has been organized into four components: (i) consolidation of the CB, including a new modality that targets young people who drop out of the education system after completing only primary school; (ii) reform of the academic and technical options offered; (iii) strengthening and consolidation of the teacher training system; and (iv) improvement of information processes and systems with a view to enhancing education system efficiency and management.

Component 1. CB consolidation (US\$43 million)

The purpose of this component is to achieve universal access, improve retention and enhance the quality of learning in the first cycle of secondary schooling (CB), thereby completing the nine years of compulsory basic education. This will build on the reform initiated by the previous stage financed by the Bank, known as Plan 96, which will be extended to all high schools offering the CB, including those in rural areas. This component will contain three subcomponents: (i) achievement of universal coverage and consolidation of CB reform, with funding for infrastructure, equipment and educational materials; (ii) enhancement of quality, through competitive funds for projects to improve pedagogical practices in high schools, and teacher training and development; and (iii) a reform of basic professional training.³ This will be turned into a more flexible CB arrangement aimed at young people who drop out of the system, to enable them to complete their compulsory basic schooling through a credit system, and also acquire a set of basic multipurpose skills to help them subsequently enter the labor market.

Component 2: Reform of the SCEM (US\$29.8 million)

The main objective of this component is to redefine the highly selective pre-university nature of the baccalaureates offered in the second cycle of secondary schooling (SCEM). A curricular reform process will be launched to offer high-quality learning opportunities that are relevant to the vast majority of young people, instead of just those destined for university. This will reduce school failure, repetition, and dropout rates. Three subcomponents will be funded to achieve these objectives: (i) technical bases and consensus building

³ At the present time, 14-18 year-olds who have dropped out of the school system after only completing primary school may attend technical schools under an arrangement known as “basic professional training”. This offers training in specific occupations to help them enter the labor market.

for the reform: studies and evaluations will be funded to support public debate and consensus-building on the need for SCEM reform; (ii) steps to create the minimum conditions needed to bring about change and quality improvement, ensuring adequate time and space to implement the new curriculum. Funding will be provided for the adaptation and expansion of infrastructure to reduce crowding and move from three to two shifts in schools where the curricular reform will be launched; high schools will also be equipped with multi-resource learning centers, endowed with reference books, magazines and multimedia resources; and (iii) curricular reform of the SCEM: funding will be provided to set up a technical team, supported by consulting services and study visits, to design the new curricular structure and put new study programs in place. The new curriculum will be implemented gradually, year by year, starting with a set of high schools that will receive infrastructure investments, supplemented by in-service teacher training and purchase of teaching materials.

Component 3: Strengthening and consolidation of the teacher training system (US\$7.5 million)

The objective of this component is to increase the number and quality of secondary school fully-trained teachers, by improving the operation of teacher training centers (CFDs), and injecting greater diversity and flexibility into the present curriculum. To achieve this aim, a CFD network will be set up to incorporate and coordinate the different options and training modalities on the basis of common objectives. There will be three subcomponents: (i) institutional strengthening of teacher training centers, through network interconnection; the creation of learning resource centers in eight CFDs; construction of a new Regional Teacher Training Center (CERP), together with actions to improve infrastructure and equipment in the other centers; (ii) improvement of secondary school teacher training processes, with funding for a management and academic information system in each CFD; development of a national teacher training evaluation system, defining common standards to be achieved by all secondary school teachers; monitoring and evaluation of the CERP model, professional qualification and ongoing development for full-time teachers through part-time attendance modalities, and a competitive fund to support improvement projects focusing on curricular innovation and better teaching practices; and (iii) formulation of a professional development policy for trainers of teachers, including financing for consulting services, workshops, seminars and study visits abroad.

Component 4. Improvement of efficiency and management of the National Public Education Administration (ANEP) (US\$10 million).

The purpose of this component is to modernize ANEP management, at the Central Directive Council (CODICEN) and decentralized council level, and to strengthen institutional management in schools. This component will be divided into three subcomponents: (i) institutional strengthening of the strategic functions of CODICEN, the Secondary Education Council (CES) and the Technical-Professional Education Council (CETP), with support from external consultants and through studies and proposals for enhancing the regulatory and organizational framework, under current legislation; (ii) rationalization and re-engineering of five critical processes that have been identified as bottlenecks in improving the system's administrative, financial and human-resource management; and (iii) modernization of inspection work and strengthening of school management, introducing institutional self-assessment practices and indicators.

The Bank's country and sector strategy:

The Bank's strategy in Uruguay pursues three priority goals: (i) to support initiatives aimed at increasing the competitiveness of national production regionally and internationally; (ii) to provide support for deepening the State reform and modernization process, and enhancing governance; and (iii) to support efforts to improve social welfare and increase equity, drawing the most vulnerable groups into the development process and offering them a better quality of life. The proposed program is clearly consistent with this line of action, because the modernization and reform of secondary education is the main obstacle to increasing human capital among the poor and narrowing their education gap compared to the rest of the population; and raising labor productivity in line with the needs of society and economy in the twenty-first century.

Environmental and social review:

The program's civil works, entailing the construction of new high schools and expansion of existing ones, are not complex, and are not expected to have a significant impact on the environment (paragraph 4.13). With regard to gender, educational indicators will be collected and analyzed for both sexes. The program's economic evaluation indicates that it will improve employability among women even more than among men (see paragraph 4.14).

Benefits:

This operation will help consolidate the ongoing educational reform initiated in 1995 and extend it to the SCEM, thus achieving universal access and narrowing the relative educational deficit among the poorest members of society, by enabling them to complete

compulsory basic schooling. SCEM reform will also significantly increase the percentage of students completing their secondary schooling. The program's educational benefits will translate into economic benefits for young people in secondary school, improving their employability and raising their expected incomes, as they attain the minimum schooling levels required by employers, and achieve mastery of the basic skills needed to enter the labor market.

Risks:

Reform of the SCEM represents a major cultural change in a society where pre-university baccalaureates are a deeply rooted tradition. For this reason, the program will include steps to build technical foundations backed by social communications activities to generate the necessary consensus among society's main actors (families, teachers, young people, entrepreneurs) to meet this challenge. The rising educational demands of employers, together with social pressure arising from the democratization of secondary education, are powerful forces driving the need for change. There is also a consensus today among the main ANEP authorities regarding the need for change.

Special contractual clauses:

Conditions precedent to disbursement will require: (a) the program's Operating Regulations (OR) to be in force; (b) the annual operational plan (AOP) for the first year to have been presented; and (c) the accounting-financial management and internal control system for managing the program funds to have been implemented, as referred to in article 7.01 of the General Conditions (see paragraph 3.32).

Conditions precedent to disbursement of the individual components will include the following: (a) appointment and functioning of the SCEM Reform Commission, along with its Technical Secretariat, will be a condition precedent to disbursement of the respective component; and (b) the first disbursement of financing for the "part-time in-service teacher training plan" will require a CODICEN resolution to be in force, barring new entries to the present "semi-open" training modality starting in 2003 (see paragraph 3.33).

Poverty-targeting and social sector classification:

This operation qualifies as a social-equity enhancing project, as described in the indicative objectives mandated by the Bank's Eighth Replenishment (document AB-1704). However, it does not qualify as a poverty-targeted investment (PTI), since the number of beneficiaries below the Bank's poverty line would be less than 50% of total beneficiaries (see paragraphs 4.11 and 4.12).

Exceptions to Bank policy:

An exemption will be arranged in procuring consulting services in an annual amount of up to US\$600,000 charged against the loan for up to 19 individual consultants now attached to the executing agency. This exception is justified because the program aims to provide continuity

to a successful ongoing reform process led by a team largely made up of these consultants, and whose technical and executive capacity the program seeks to preserve (see paragraph 3.29).

Procurement: Procurement of goods and services and civil works will follow the usual Bank procedures, subject to the following discretionary limits: for international competitive bidding: US\$2 million for civil works, US\$350,000 for goods, and US\$200,000 for consulting firms. As requested by the borrower, tenders for goods and civil works in smaller amounts will be subject to thresholds and procedures agreed on with the Bank in the loan contract (see paragraph 3.27).

The Bank's prior nonobjection will not be required for procurement and contracts below: US\$750,000 for civil works; US\$100,000 for goods, services, and consulting firms; and US\$50,000 for individual consultants. The Bank's Country Office in Uruguay will perform an ex ante review of the first five contract award procedures in each category. At the discretion of the Country Office subsequent reviews may be performed ex post on a semiannual basis by sampling. In the case of consulting services selected on the basis of quality and cost, the relative weighting for the price variable in the evaluation criteria may not exceed 20%, and the technical or quality component of the bid may not be less than 80%.